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ABSTRACT

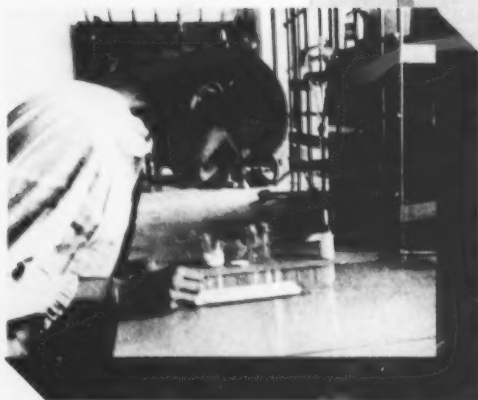
When and how to integrate girls and women into Agency for International Development (A.I.D.) projects in basic education and vocational training is the focus of this manual. The volume generally follows the format developed in the Topical Reference Guide series produced by A.I.D.'s Center for Development Information and Evaluation (CDIE). The manual also is influenced by the medical model, in which diagnosis and treatment are determined and carried out by answering a series of questions. The two sections of the document treat first basic education then vocational training projects in relation to the five emphasis areas of A.I.D.'s support to education: (1) construction and renovation of schools and classrooms; (2) provision of equipment and supplies; (3) teacher training; (4) curriculum design; and (5) administration and management. A list of questions that evaluators should ask in order to disaggregate a project's gender effect and guidelines for collecting data on gender factors during the project design stage are provided. (Author/JJ)

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The Gender Manual Series

Gender Issues in Basic Education and Vocational Training



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The Gender Manual Series

Gender Issues in

Basic Education

and

Vocational Training

**y Mary B. Anderson,
Ph.D.**

A MANUAL FOR INTEGRATING THE GENDER FACTOR INTO
BASIC EDUCATION AND VOCATIONAL TRAINING PROJECTS

Submitted to AID/WID
By Dr. Mary B. Anderson
February 1986
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A Manual for Integrating the Gender Factor into
Basic Education and Vocational Training Projects

INTRODUCTION:

This manual is:

FOR planners, designers, implementors and evaluators of
basic education and vocational training projects

TO provide ideas about when and how to integrate girls
and women into projects so that the likelihood of
achieving project objectives and purposes is improved.

Background.

The A.I.D. Education Policy Paper of December 1982 states
that:

"...increasing the efficiency and improving the distribution
of basic education and skills training--that is, schooling
for children 6-14, vocational education and functional
skills training for wage employment--are among the priori-
ties of A.I.D.'s assistance programs."

Most countries with which A.I.D. works also give priority
to providing basic education on a universal basis, though few
have sufficient resources for actually doing so. An educated
citizenry is seen to be both more productive economically and
more satisfied politically, contributing to national wealth and
stability. Governments provide education, therefore, both as a
benefit to be equitably distributed to their citizens and as a
resource to be used by their citizens for future development.

Since the Percy Amendment of 1973, AID has made a series of
important efforts to understand and program for the involvement
of women in development. Building on the experience of these
years, it is now possible to identify and analyze the critical

points in the project cycle where, if consideration is given to gender roles, project effectiveness will be improved.

This manual will draw on this experience and present the findings of the past in a way designed to provide clear, precise ideas of what to do at different points in the project cycle.

It follows, to a large degree, the format developed in the Topical Reference Guide series currently being produced by CDIE and, therefore, may be integrated into these Guides. It is also based on the medical model in which diagnosis and treatment are determined, and carried out, through asking a series of questions and, on the basis of each particular answer, determining the next appropriate step. That is, IF x, THEN y; IF NOT x, THEN z, etc.

It is organized around the five areas in which AID support to education projects has most frequently been given:

- Construction and renovation of schools/classrooms
- Provision of equipment and supplies
- Teachers' training
- Curriculum design
- Administration and management

The first section focuses on these five project interventions in Basic Education Projects; the second section deals with Vocational Training. (See tabs for easy reference to each section and sub-section.) Additional sections are provided on "Project Evaluation and Gender Analysis," and on "Data Collection: How Much Do You Have to Know to Act?"

PART I

BASIC EDUCATION PROJECTS

Rationale for Supporting Basic Education:

- Education is basic to development and societies' investments in education, at every level, pay off in higher productivity and greater wealth.

PROJECT EXPERIENCE: Some studies verify this assumption while others point to the fact that a number of other factors (such as technologies) affect productivity so that the direct correlation between educational attainment and economic productivity is not so clear. Nonetheless, Human Capital Theory supports the notion that an investment in education pays off for the individual and for society and, as the A.I.D. Education Policy Paper notes, this view prevails.

Rationale for the Inclusion of Girls and Women:

Economic

- Because women and girls are active producers in the economies of all countries, and because they are often engaged in low-productivity activities, an investment in their education may result in significant returns in areas otherwise exerting a negative effect on overall economic growth.

- Because education is a resource for future development, failure of a society to provide basic education to one-half of the labor force will result in a failure of these workers to be able to take advantage of investments in higher levels of training and skills development later.

Equity

- If education is a benefit of development, then it must be made equally available to all citizens regardless of sex, etc.

- Because basic education is often a requirement for access to additional training or other resources, those who are denied access at the basic levels tend to fall farther and farther behind, thus increasing inequity over time.

Health/Demographic

- Investments in education for women will both improve infant (and family) health and reduce fertility. The economic implications of these demographic effects are also important.

PROJECT EXPERIENCE verifies the above statements. This was borne out in an extensive review of A.I.D. projects in education, carried out as a part of a more comprehensive evaluation of projects from many sectors for their impact on and involvement of women. The evaluation was conducted by AID/CDIE and completed in 1985.

A.I.D. has typically offered support to basic education projects in five areas. Below, each of these areas is discussed to identify where there are implications for gender and what to do to act on these implications to make a better project.

I. CONSTRUCTION/RENOVATION

I.1. Identification of the need for schools/classrooms as a project priority

Gender Issue. Schools can be built so that access to education is extended to new groups or so that existing patterns of privilege and access are reinforced. It is important to find out who wants schools and how this desire was translated into the decision to undertake school construction and/or renovation.

A.I.D. Question: Who has placed priority on provision of schools and classrooms?

IF priority for construction/renovation arises from a government policy commitment to universal primary or secondary education,

AND the decision to expand number and quality of schools is an expression of this policy and intended to increase the numbers of students who can attend and stay in school,

THEN there is no gender issue at this point, so go on to next step (siting of schools).

IF priority for construction/renovation arises from some community consultation process,

THEN find out who is represented and who is left out in community forums for consultation; who speaks freely and who does not in these forums; in what language such consultation takes place and who does and does not speak this language.

Gender Issue. Project experience shows that women are frequently not represented in traditional community forums and that project priorities set in these forums, therefore, have, in some cases, not reflected general community desires. It is also true that, while women may be physically present, they may not be free by tradition to speak out and/or the language of discussion may be a national language in which the less educated community members (often women) do not speak. If this is the case, groups with access to these decision-making arenas may decide on community efforts and expenditures which serve (reinforce) their power and privilege and do not serve unrepresented interests.

For example, women, if consulted, might place priority on improving water supplies over provision of schools; or, if in agreement on the need for education, might prefer different types of schools (or locations, see below).

N.B. When PVOs or other groups that work within communities propose schooling projects, this question of who is and who is not included in consultation should be flagged.

WHAT TO DO: AID may either

1. Go back into the community and assure that consultation includes women; or
2. Go ahead with project support and take steps to ensure the inclusion of girls/women in subsequent project design and implementation phases.

ONCE CONSTRUCTION/RENOVATION OF SCHOOLS/CLASSROOMS HAS BEEN IDENTIFIED AS A PROJECT PRIORITY,

THE FOLLOWING PROJECT IDENTIFICATION AND DESIGN DECISIONS OCCUR:

I.2. Choice of the locations for schools

Gender Issue. Project experience shows that the mobility of girls and women is often more restricted than that of boys or men. The restrictions may be based in tradition or may result from time obligations to do other tasks (either in the household or elsewhere, such as carrying water or firewood, etc.) One study shows that girls often have to carry younger siblings with them as they go to school so that, simply because of the carrying weight of these children, they cannot go so far to school as boys might be able to.

A.I.D. Question: Is there any gender difference in mobility that will affect who can reach the schools where they are located?

IF there seems to be none,

THEN proceed to next stage of identification process.

IF differences in mobility are related to gender,

THEN find out what determines the mobility range and how rigid it is.

WHAT TO DO:

1. IF patterns of mobility are rigid,

THEN plan locations of schools to adjust to these so most girls will have access;

2. IF patterns of mobility are based on other tasks,

THEN EITHER plan locations to accommodate these patterns

OR plan the timing of classes in the schools to provide time for girls both to do other tasks and to travel to school. Whether this is possible depends on whether the construction aspect of the A.I.D. project is part of a larger project, including school management.

N.B. If the A.I.D. project is only to provide support for school construction, then A.I.D. project designers should be aware that failure to accommodate locations of schools to mobility patterns of girls will have an effect on who does and does not have access to schools.

I.3 Choice of facilities to be provided in the schools

Gender Issues. Where societies provide education in sex-segregated facilities, project planners must be alert to which schools or classrooms are being constructed and renovated and who uses them. Some studies of the availability of rural schools, for example, have shown that sufficient schools exist for all school age children in a rural area, but, when one examines whether the schools are for boys or for girls, one finds inadequate places for girls and an oversupply of places for boys.

Where boys and girls go to school together, project experience has shown that girls are sometimes kept away from school by their parents when the parents do not feel that the facilities are appropriate for girls. For example, in most societies girls are not allowed to use the same toilet facilities (even when these are in out-houses) as boys. Boarding schools clearly require dormitory facilities for both girls and boys if both are to attend (and, at the level of vocational training, this simple fact has often been overlooked).

When girls with younger siblings are required to take care of these younger children, the provision of day care for the little ones at a school (even a primary school) can increase the attendance rates among girls.

Even though classes may be provided on a coed basis, it is possible that eating facilities need to be segregated for girls and boys.

Finally, when there is any tracking of girls to certain classes (such as homemaking) and boys to others (such as shop), the provision of equal and adequate facilities for each subject area has ramifications for gender inclusion.

A.I.D. Question: Is education to be provided in coed or sex-segregated classes/schools?

IF education is sex-segregated,

THEN the A.I.D. project identification process should be explicit about the equitable or appropriate provision of funds for schools/classrooms for girls as well as boys.

WHAT TO DO:

1. Survey the existing schools to see where there are gaps for access to classrooms for boys/girls.
2. Determine the focus of this A.I.D. project on the basis of this information, possibly using the construction/renovation aspect of this project to make up for past deficiencies in schools for girls.

IF education is coeducational,

THEN A.I.D. should ask:

A.I.D. Question: Are there any aspects of teaching or other parts of the school day where girls and boys need separate facilities (such as toilet, eating or dormitory facilities, or special classrooms for classes designed for only one gender)?

WHAT TO DO:

1. Ensure architects have access to accurate information about needed facilities for both girls and boys, where these must be separate, and that no plans are accepted for schools which do not meet these needs;
2. Ensure adequate funds are provided in project budget for all facilities to meet girls' and boys' needs.

I.4. Choice of levels of schools/classrooms to be constructed or renovated

Gender Issue. Attendance, retention and completion rates in primary school are often lower for girls than for boys. Therefore, if a project focuses on building classrooms and facilities at the secondary level rather than at the primary level, it may inadvertently be favoring education for boys over girls.

If, however, girls' attendance rates in secondary schools are low as a result of inadequate spaces and/or facilities for them at this level, then a concentration on provision of classrooms at the higher level may both encourage girls to finish primary school (since they can see opportunities for continuing on) and increase female attendance rates at secondary level.

A.I.D. Question: Are attendance and completion rates in primary schools equal for girls and boys?

IF rates are equal,

THEN go ahead with building schools at the secondary level ensuring equal spaces for both girls and boys.

IF girls' rates are lower than boys' rates,

THEN A.I.D. project planners should take explicit account of the fact that building schools at the secondary level will not benefit girls as much as boys.

WHAT TO DO:

1. Find out why girls' rates are lower.

IF they are lower because girls are discouraged from finishing primary school since there are no places in secondary school for them,

THEN go ahead with secondary building, but be sure to provide facilities for girls both to improve their access to higher education and to encourage them to complete primary education.

IF girls' rate are lower because of other reasons having to do either with inadequate facilities in primary levels or other factors discouraging the completion of primary school,

THEN project planners can link the provision of support to secondary schools to specific attempts to improve female attendance, retention and completion rates in primary school.

WHEN LOCATIONS ARE CHOSEN, FACILITIES DESIGNED, AND LEVELS DECIDED,

PROJECT DESIGNERS AND MANAGERS MUST DECIDE:

1.5. The phasing of the construction and renovation

Gender Issue. Project experience shows that: a.) priority is often given to construction of special facilities needed for boys (such as boys' dormitories before girls') and b.) when this is coupled with unpredicted inflation or other cost problems, follow-through on construction of facilities for girls sometimes fails.

In addition, when schools for boys are built before those for girls, or when facilities targeted for use by boys are provided before those for girls, a message is sent to parents, community people, students, etc. that the former are more important than the latter.

A.I.D. Question: How serious are the logistical and/or financial constraints that will determine phasing of construction and renovation?
Who decides phasing?

IF logistics constraints arise from bottlenecks in supplies such as limited management capacity for planning and overseeing construction, or limited building supplies, or limited labor, etc.,

THEN A.I.D. should address these constraints in a way that will prevent disadvantages to female education.

WHAT TO DO:

1. Either provide greater resources to the project so that significant lags in supplies do not occur that necessitate choices among sites
2. Or design another method of setting priorities among construction alternatives that takes fully into account the gender-based requirements for different facilities/locations.

The second area where A.I.D. provides support to basic education projects is in the provision of:

II. EQUIPMENT AND SUPPLIES

II.1. Identification of the need for equipment and supplies

Gender Issue. Project experience shows educational quality is affected by equipment and supplies available in the classroom, and that quality of education has a direct impact on retention rates in school. More often, rural schools receive fewer and lower quality supplies than urban schools; girls' schools receive fewer and lower quality supplies than boys' schools. Thus, both the quality of education for girls vis a vis boys, and the retention rates for girls (and for rural students) can be affected by the provision of equipment and supplies.

A.I.D. Question: Is any aspect of schooling sex-segregated?

IF aspects of schooling are sex-segregated,

THEN project identifiers and designers must plan for the provision of equipment and supplies in a way that supports female education equally with that of males; or which overcomes past inequities if this is appropriate.

IF schooling is not in any way sex-segregated,

THEN move to the next decision as follows:

II.2. Choice of equipment and supplies

A.I.D. Question: How can the choice of equipment and/or supplies to a school affect students' perceptions of the relevance of their education for their lives?

Gender Issue. Project experience shows that, because of differences in their social and economic roles as women and men, girls and boys perceive the relevance of education differently. Parents of children also perceive relevance differently for their girls and boys. Insofar as equipment is related to particular future roles of one gender or the other, the way in which it is provided can make a difference as to whose education is encouraged and whose is not. (eg. provision of fancy equipment for science laboratories as compared with equipment for sewing or homemaking classes.)

In addition, decisions about what equipment to provide to whom can affect girls' future possibilities (as when science equipment is provided to girls' schools or when girls are provided with and taught to use farm equipment not traditionally used by women, etc.)

IF project intent is to provide equal educational opportunity for girls and boys,

THEN designers and implementors must be sure that equipment and supplies meet the needs of both girls and boys and that these are provided in equal fashion to classes of both girls and boys.

IF project intent is to provide new opportunities for girls that they have not previously had,

THEN project planners may use the provision of equipment and supplies to provide girls with new experiences in education which prepare them for new activities after schooling.

II.3. N.B. The phasing for the provision of equipment and supplies is as important to differential impacts by gender as the phasing in building facilities, discussed above.

The third area in which A.I.D. provides support to basic education projects is in:

III. TEACHER TRAINING

III.1. Identification of the need to increase the numbers of teachers and/or to improve the quality of teaching; and setting priorities on quantity vs. quality and on which level of schooling to target

Gender Issues: In some situations where teaching is primarily a female occupation, project experience has shown that providing in-service training can result in increases in both the prestige and incomes of teachers.

Where teaching is a male occupation or shared by both genders, project experience shows that the way in which training is provided may either treat women equally with men or disadvantage women relative to men.

Encouraging women to become teachers, and especially at higher levels of teaching, may provide important role models for girls in school and increase their and their parents' perceptions of the relevance of education for future, acceptable employment.

A.I.D. Question: Is teaching primarily done by women or men? Is there a difference at primary school and secondary school levels? Is teaching a high-prestige occupation or a low-prestige one?

IF in-service training to improve quality of teaching is the priority,

AND IF women are to receive this training,

THEN location and timing of training is important in terms of ensuring that women with other family/household responsibilities can actually receive training.

WHAT TO DO:

1. Provide in-service training through technologies that reach women where they are (egs. radio or tape recorders)
2. Provide training under circumstances where women, with other family and household responsibilities can come, as follows:
 - a. With facilities suitable for women's involvement, including dormitories, child care arrangements, etc.
 - b. At time of year (and of day) when they can be freed from other family/household tasks as well as from teaching;
 - c. Within easy travel distance of homes;
 - d. With payments to cover other obligations, where feasible, and incentives to participate.

IF increasing the number of teachers is the priority,

THEN it is important to ensure equal access to training for women and men

OR IF sex-segregated schooling is provided

AND women must teach girls,

THEN enough women must be recruited for training to meet the needs of schooling for girls.

WHAT TO DO:

1. Provide adequate facilities for training women as well as men.
2. Ensure that training is available to women at times and locations where they can be present.
3. Ensure that women as well as men are fully aware of the opportunities to receive training.

Gender Issue. Experience shows that methods for transmitting information regarding training opportunities often exclude the possibility that women will hear of these. Recruitment must be designed in such a way as to reach potential female as well as male candidates.

WHAT TO DO:

1. Locate places and/or processes by which women hear of new events and opportunities (such as meeting places, radio, from health workers, etc.) and utilize these for advertising new training opportunities.
2. If these do not exist, create new forms of reaching appropriate women such as leaflets, special visits by promoters, special recruitment through village chiefs, etc.

Gender Issue. Experience shows that some projects have designated numbers or percentages of women to be targeted in training but have, at the same time, specified pre-requisites for training (such as levels of educational attainment or numbers of years in teaching, etc.) that simply cannot be met by the given population of women. These projects fail to achieve their objectives.

WHAT TO DO:

1. Design the entry requirements for training so that they "fit" with desired qualities of candidates and do not discriminate against women.
2. Respecify the pre-requisites so that they can be met by women.
3. Provide remedial assistance to female trainees to help them meet the pre-requisites for entry to the teacher training program.

The fourth area where A.I.D. has supported basic education projects is in:

IV. CURRICULUM DEVELOPMENT AND DESIGN

N.B. There are many ways in which curriculum development can affect education and many purposes to which curriculum design may be put by MOE's and donors, etc. Here we deal only with the very specific and important ways in which curriculum development affects and is affected by gender roles and expectations.

IV.1. Identification of curriculum reform in project planning "to increase the relevance of education"

Gender Issues. Parents will send their children to school, and children will continue in school, only if they perceive the education to be relevant to their lives. Because every society has a gender-based division of labor and division of roles, children and their parents assess the relevance of education as it relates to the probable future roles and work of men and women. In their view, girls must be prepared to do what women do; boys to do what men do.

Curriculum can address gender roles either by being designed to fit with existing roles and to educate children to be productive in them or by attempting to alter traditional roles and provide new opportunities for girls and boys to meet the challenges and needs of a modernizing society.

In some societies, parents will not invest in education for their girls because they see that whatever gains will come from the education will accrue to the family of the girl's husband once she is married.

A.I.D. Question: Who is defining "relevance" of education for the curriculum development project?

IF families and/or students are defining relevance

AND they are explicitly defining relevance for both girls and boys

THEN project planners may accept these definitions as guidelines for curriculum development.

EXCEPTION: Curriculum materials should always be screened for representations of females as inferior to males even when traditional role divisions are accepted for curriculum development.

IF government agencies (possibly influenced by industry) are defining relevance,

THEN project planners should be alert to the possibilities that:

1. The definition of relevance may inadvertently overlook girls' needs (boys' experience taken as the norm);
2. Government agency plans to educate children for roles in a modernizing economy/society may conflict with parental wishes and perceptions of relevance

WHAT TO DO:

1. Find out what families' and students' think education should prepare them for, and compare this with government agency goals;
2. Be explicit about differences in expectations for girls and boys.

IF government purpose is to provide education for traditional roles for girls and boys,

AND schools are not sex-segregated,

THEN there is no gender issue here except that mentioned above of screening for explicit representations of females as inferior to males.

IF government plan is to educate girls and boys for the future in non-traditional roles,

THEN curricula must be developed to deal explicitly with these changes and to educate students (and their families) about their importance.

IV.2. Decisions regarding content of curriculum

Gender Issue. Whether educating students for traditional or non-traditional roles, the subject matter or content of the curriculum must reflect explicitly the usefulness of the education for both girls and boys. (eg., books which introduce technologies for agriculture in areas where women do the farming must include pictures of women using the new technologies.)

When reading is taught using materials that relate to the daily lives of girls (and of their roles as women) and boys (as men), relevance is increased for both (rather than all reading relating to male activities alone.)

A.I.D. Question: How can content of lessons treat girls' and boys' experience and expectations equally, increasing relevance of training for both?

IF work and social roles of women and men are different,

THEN curriculum materials should deal with both.

IF new roles are being introduced through curriculum,

THEN curriculum materials should depict who will use these materials based on gender roles.

IF purpose is to change roles,

THEN curriculum material may help by explicitly depicting different people performing non-traditional roles (eg., men feeding children),

AND by explicitly dealing with economic/social shifts leading to changes in roles.

Special Notes:

N.B. If the intent is to educate girls for new roles, whether schools are sex-segregated or coed, curriculum for boys must also expressly deal with changes in girls'/women's roles.

N.B. Curriculum development is related to issues discussed above relating to decisions about what facilities, equipment and supplies to make available to whom. That is, the relevance of what is taught is perceived, to some degree, according to the commitment represented in the provision of adequate tools for teaching the subject matter, i.e. facilities, equipment and supplies.

The fifth area in which A.I.D. has provided support to basic education projects is in:

V. ADMINISTRATION AND MANAGEMENT

Gender Issues. The issues that relate to gender in this area are of two types:

1. Those that deal with providing equal opportunity to women to become administrators and managers; and

2. Those that deal with setting up administrative and management systems that take account of gender differences (as represented in the previous four sections of this manual) and with training administrators and managers to be aware of the importance of considering gender as they perform their jobs.

V.1. For issues dealing with equal opportunity for women to become administrators and managers,

SEE Section III on Teacher Training

V.2. For issues dealing with setting up administrative systems that take account of gender

SEE Sections I - IV of manual

In Addition:

PROJECT EXPERIENCE shows that gender most often gets lost in administrative and management systems through invisibility. When there is an intention to treat all students equally and a policy commitment to equality of educational access, as is almost always the case, then equality is assumed in all instances. The failure is to notice where differences in girls' and boys' roles affect their access to and continuation in schools.

WHAT TO DO:

1. Design data collection systems for administrative and management purposes that are always disaggregated by gender;

2. Assign the management task of explicitly examining the impacts of educational policies and programs on females and males separately to some section of the administrative/managment team;

3. Require that all sections of the administration and management team be responsible for anticipating and researching probable impacts of each action or plan on females and males.

PART II

VOCATIONAL TRAINING PROJECTS

Many of the factors considered in Part I on Basic Education Projects are also pertinent to Vocational Training Projects. Therefore, Part I should be read by persons involved in planning and implementing Vocational Training Projects as well.

There are special issues that arise in Vocational Training as it includes or excludes women, however. These are the focus of this Part II.

Rationale for Supporting Vocational Training:

- Vocational and skills training can reduce production bottlenecks that are the result of missing skills levels in societies. In addition, when unemployment is a problem, special vocational training can help workers tool up for employment in areas where other skills are required.

PROJECT EXPERIENCE shows that this is true only when the skills training is focused on areas where there is effective demand that is stable over some acceptable future and unemployment is reduced only when trainees are genuinely interested in the trade/occupation for which they are trained and able and willing to follow the market for their newly acquired skills.

Rationale for Vocational Training for Girls and Women:

- Girls and women are frequently employed in low-income, low-productivity occupations. Hence, skills training in these areas may:

1. Improve their productivity in these areas OR

2. Enable them to switch out of these occupations and into other employment, thus adding to overall development.

- The growing number of female headed households around the world means that more women are sole supporters of their families. Vocational training may provide them with the additional skills they need in order to provide adequately for themselves and their children.

- Areas which suffer shortages of male labor due, for example, to out-migration, can fill these shortages by training women to take up labor roles formerly filled by men.

PROJECT EXPERIENCE shows that vocational training for women can prepare them to perform new, higher-productivity roles if and only if there are no other major barriers to female employment in those areas for which they are trained.

Gender Issues. In every society in the world there is a gender-based division of labor, though these divisions vary both from place to place and over time. In some countries the division of labor is rigid and based in religion or belief systems; in others, it is less rigidly held. In many areas, traditional labor assignments by gender are changing. In every case where vocational training is planned, it is necessary to:

1. Find out who does what (gender based division of labor)

2. Find out how rigid or fluid these role assignments are

3. Decide whether to target or encourage men's or women's work roles

4. If decision is to target women's work, decide whether to fit training to women's traditional roles or to use training to encourage change in these patterns.

IF PROJECT IDENTIFICATION AND DESIGN ARE FOCUSED ON TRAINING THAT
WILL INCLUDE WOMEN---

IN TRADITIONAL ROLES:

A.I.D. Question: Will training in new skills in traditional areas actually improve productivity in those areas?

IF the answer is yes,

THEN ask:

A.I.D. Question: Are other inputs (such as credit or tools) necessary for these productivity increases to be realized, and do women have access to these?

IF yes,

THEN proceed to next question.

IF not,

THEN project planners should make sure that access to needed inputs is arranged either through additions to project (eg., credit schemes for successful completers of training, etc.) or through some other reliable channel.

A.I.D. Question: Will there be a market for the increased output that will be produced after training?

IF yes,

THEN proceed.

IF not,

THEN either proceed with project on the expectation that increases in productivity in traditional roles will free up female time for other productive activities which will contribute to personal/national development

OR arrange to improve marketing aspect of project.

IN NON-TRADITIONAL ROLES:

A.I.D. Question #1: Can girls/women be recruited to take part in planned training?

A.I.D. Question #2: Even if project planners are sure that effective demand exists for given skills, will employers be willing to hire females to do these jobs?

A.I.D. Question #3: If employers will hire females, will they pay them wages and promote them equally with men?

A.I.D. Question #4: Where will training be provided and where are employment opportunities; how will these affect women?

A.I.D. Question #5: What facilities will be available both in the training place and on the job for women?

A.I.D. Question #6: Are there any special requirements for the occupations being trained for that conflict with other traditions or norms for women (such as dress required to do the job, or tools to be used)?

PROJECT EXPERIENCE shows that when these questions have not been adequately addressed in project identification, early planning, and project management, vocational training for females has not had the desired impact.

WHAT TO DO:

1. Recruitment.

Gender Issues. Girls and women often do not hear about training opportunities because these are announced in places or through media to which they do not typically have access or familiarity.

Locations and timing of training opportunities will either encourage or discourage female involvement. (This is discussed more fully below.)

Because recruits to training are often more mature girls or women, they often have other major family or household responsibilities. Even low-paying employment may be difficult to give up.

Therefore, some payment may be necessary during training to free them for participation.

Even training programs which intend to recruit females often establish pre-requisites for entry to the training program that cannot be met by most otherwise interested and available trainees.

Girls and women may be reluctant to undertake time consuming and difficult training for jobs for which they fear they will never be employed, because of tradition or because they lack knowledge about opportunities.

Recruitment of females may be helped by:

- a. Incentive payments that help cover opportunity costs
- b. Location of training where it is possible for trainees to travel
- c. Timing of training to fit girls'/women's schedules given their other household and family obligations
- d. Assurance that employment will exist after training is completed
- e. Establishment of pre-requisites for training that accurately reflect the available pool of female trainees

2. Employment.

Gender Issue. Employees may refuse to hire even well-trained females because of prejudice, tradition or worry that they will not actually be able to do the job.

Employers can be encouraged to hire females by:

- a. Incentives (tax, promotional, one-time payments)
- b. Demonstrations and studies that show female employees to be reliable and productive
- c. One-on-one visits from project personnel to convince them of the importance of hiring female trainees

3. Equality in employment.

Gender Issue. Project experience has shown that, in some cases, employers hire females in order to get labor at lower wages and that they consistently pass over their female employees for promotions.

Employers can be induced to provide wages and promotions to their female employees by:

- a. Demonstrations and studies that show that women can handle promotions and that productivity justifies wages
- b. Visits from training staff to follow-through on trainees
- c. Laws and regulations

4. and 5. Location of and facilities provided in both training and employment.

Gender Issue. Because of limits to female mobility (discussed in Part I under Construction of Schools), it is essential that training be provided in places where females can actually attend, and that facilities meet the special needs of females. The issue of location is even more important in Vocational Training projects, however, because not only must training be provided in suitable locations, but also employment that follows training must be suitably located for women.

Facilities must also be suitable in both training and employment locations, and because trainees are apt to be older and to have children, provision of child care becomes particularly important. This is of course even more true when female heads of households are being trained.

Locations and facilities of training centers and employment centers may be made suitable for women by;

- a. Provisions within the project budget and plan for adding facilities/designing locations that meet female recruits' needs
- b. Incentives to employers may also include one-time payment for special facilities for female employees

N.B. There is virtually nothing a Vocational Training Project can do to locate businesses except to initiate women-owned enterprises in which women would be self-employed. It is possible for a project to train women in anticipation of a new business that is expected to come into an area and for which a trained labor force will be required; that is, to entice a

business that is expected to come into an area and for which a trained labor force will be required; that is, to entice a business to locate in a particular area by ensuring the training of the labor force. To train females for jobs that are not located suitably, however, will result in project failure.

6. Special requirements.

Gender Issues. Some occupations require that men and women work side-by-side and this is not permissible in some societies. Some occupations require specific attire for work, not traditionally worn by women. Some vocations require the use of tools not traditionally believed suitable for women.

Projects may deal with special requirements of certain employment as these affect women by:

- a. Minimizing them where possible, as for example, finding employment for women in societies where they cannot work alongside men, in women-only enterprises, or adapting tool use to accomplish the same tasks, etc.
- b. Addressing them directly in training and with potential employers, overcoming these barriers as well as those to women's involvement in general
- c. By choosing areas for vocational training in which such additional barriers to female involvement are least significant.

N.B. In Vocational Training experience shows that Women-Only projects can be effective when training is focused on non-traditional roles.

PROJECT EVALUATION:

Gender Issues. Gender is often left out of project evaluations because it is assumed that benefits, if realized through the project successfully, will flow to everyone equally. The foregoing discussion of places in project planning and management where gender makes a difference, should make clear that this is not the case. Girls and women have not had, project experience shows, equal access to entry nor equal retention rates in schools and training programs. Above, we have identified a number of reasons why this is true.

To assess real project effectiveness, A.I.D. should always insist that project evaluations disaggregate results and outcomes by gender.

In particular, A.I.D. evaluations of basic education and vocational training projects should ask:

1. Who identified the objectives and purposes of the project and what consideration was given during project identification to gender issues?
2. Who received the benefits of the project? Identify beneficiaries by gender, both in absolute numbers and in terms of percentages of target populations.
3. What are the implications of the results of this project for future access to other opportunities for education? To other resources for development? How are these distributed by gender?
4. What are the implications (gains, losses) for overall development by the inclusion or exclusion of females in this project?
5. What are the implications for design of future projects? What kinds of projects need to be done? How should new projects be designed to increase their involvement of and benefits to women and girls?

N.B. Gender effects of projects are more likely to be evaluated if gender is integrated into the Logical Framework Analysis at the time of project approval. Gender factors may be included in the log frame, depending on the project, under Purposes, Outputs, Inputs, and Assumptions.

DATA COLLECTION: HOW MUCH DO YOU HAVE TO KNOW ABOUT GENDER ROLES
IN ORDER TO PLAN AND MANAGE PROJECTS?

Project planners and managers are often appalled at the introduction of the gender factor into projects. They see this as another area in which information has to be gathered and another set of special interests addressed.

When project planners become convinced that there are "real" issues of gender that affect project objectives, they still feel that the costs of gathering all the relevant information they would need to do a good job of integrating females into projects are extraordinarily high and that A.I.D. will simply not allocate the resources necessary to gather this information.

Much information is, however, already available and much can be easily and cheaply gathered during normal PID and design of projects.

It is not necessary to hire female anthropologists to gather all the data on gender role divisions in all villages in order to integrate gender into A.I.D. projects.

WHAT TO DO:

1. Assign at least one person on the project identification team and on the project design team to ask all the relevant questions outlined in this Manual as "A.I.D. Questions."

It is preferable to assign two or more people to ask these questions, so that multiple answers are gathered that can be compared, but it is not necessary as a first step in gathering relevant information.

The person(s) assigned do not have to be female. In some cases only, it may be helpful in getting some answers, such as from village women who should be consulted.

2. Ask these questions of:

- a. Staff people in the Ministries of Education, in particular when there is a MOE officer in charge of female education
- b. Staffs of Women's Divisions of local governments
- c. Researchers in national university departments who do village level research (anthropology, economics, sociology, law, etc.) These people can lead you to each other and conversations in one or two afternoons can gather all the information that is needed.
- d. A.I.D./WID Office staff
- e. Where possible, local teachers, parents and students

3. Eyeballing

All PID and Design team members should take on the tasks of "eyeballing:"

- a. Numbers and proportions of girls and boys in classes
- b. Labor roles of men and women in economy as seen in fields, along the road, in shops, markets, etc. (wherever the teams visit)
- c. Task assignments of school-age girls and boys such as herding; water and fuel gathering; taking care of siblings or of elders; etc. (and note where the tasks occur in relation to school, what time of day tasks are done and how long they take, whether they are seasonal.)

4. Documents/Data

Many documents already exist that describe gender roles in many societies or that contain data pertinent to planning and managing education projects. These may be found from (to name only a few sources):

- a. Asking A.I.D./WID Office
- b. International Center for Research on Women
- c. World Bank documents